DOCUMENT RESUME

ED 073 866 RC 006 816

TITLE	Equal Educational Opportunities for the Spanish-Speaking Child. Bilingual and Bicultural Educational Programs.
INSTITUTION	Commission on Civil Rights, Washington, D.C.
PUB DATE	[71]
NOTE	20p.
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 ($0.15)
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	*Bilingual Education; Community Involvement; Comprehensive Districts; Educationally Disadvantaged; English (Second Language); *Equal Education; *Federal Programs; Government Publications; *Minority Group Children; Pamphlets; *Spanish Speaking
IDENTIFIERS	Elementary and Secondary Education Act Title I; *Elementary and Secondary Education Act Title VII

ABSTRACT

The purpose of this booklet is to provide a brief and concise outline of those Federal education programs which are of most interest to the Spanish-speaking community. The programs described are those funded under Title I and Title VII of the Elementary and Secondary Education Act (ESEA) of 1965. A description of Title VII, how it works, who participates in its programs, and how a comprehensive Title VII program can be instituted in an individual school district, is given. The Bilingual School, Let's Be Amigos, and the Houston Independent School District Bilingual Education Program are examples of promising Title VII programs. The explanation of Title I of the ESEA includes discussions concerning the difference between English-as-a Second Language under Title I and Bilingual Education under Title VII, Title I and the Spanish-Speaking Child, how Title I works, who participates, and questions to be asked of local school boards to ascertain what each district is doing with Title I money to assist Spanish-speaking children. Other programs offering specialized help--Head Start; Follow Through; Upward Bound; Talent Search; School Breakfasts-Lunches and Milk; Dropout Prevention; School Library Resources, Textbooks, and other Instructional Materials; and Supplementary Educational Centers and Services--are described. (HBC)

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EQUAL EDUCATIONAL OPPORTUNITIES FOR THE SPANISH-SPEAKING CHILD

BILINGUAL AND BICULTURAL EDUCATIONAL PROGRAMS

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- Study and collect information concerning legal developments constituting a denial of equal protection of the laws under the Constitution;
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Washington, D.C. 20402 - Price 15 cents

INTRODUCTION

Within the past decade, historic Federal programs designed to strengthen the educational structure of the Nation have been instituted. Of these, perhaps the foremost is the Elementary and Secondary Education Act (ESEA), which is of first importance to minority group children and which opens new educational avenues to children of foreign language speaking homes.

In response to many requests by community leaders for information on bilingual-bicultural programs funded by the Federal Government, the United States Commission on Civil Rights presents this booklet in accordance with its clearinghouse function, as provided by the Civil Rights Act of 1957, as amended.

The purpose of this booklet is to provide a brief and concise outline of those Federal education programs which are of most interest to the Spanish-speaking community. The programs described are those funded under Title I (which provides assistance to educationally disadvantaged children) and Title VII (which provides funds for bilingual education) of the Elementary and Secondary Education Act (ESEA) of 1965.

TITLE VII, ESEA
BILINGUAL EDUCATION

What is Title VII of the Elementary and Secondary Education Act?

Title VII of the Elementary and Secondary Education Act (ESEA) authorizes the Office of Education of the Department of Health, Education, and Welfare (HEW) to fund bilingual education programs operated by local school districts. These programs are designed to meet the special educational needs of children from low-income families who have limited English speaking ability and in whose home environment the dominant language is other than English. (In this booklet, the emphasis is on Spanish-speaking children.) Bilingual education programs are conducted in two languages, the mother tongue and English. They may include part or all of the subjects in a school curriculum which are usually taught at each grade level. Programs may also include study of the history and culture associated with the mother tongue in order to develop and maintain the children's self-esteem and cultural pride. The basic goal of the bilingual education program is to enable children from a non-English speaking environment to progress through elementary and secondary school at the same rate and at as high a level of academic achievement as children from an English speaking environment.

How Does Title VII Work?

The bilingual education program is designed to encourage the local educational agency, or the local educational agency in cooperation with an institution of higher education, to develop individual programs to meet the educational needs of children who are non-English speaking. The school districts are encouraged to design programs that are new and imaginative. Bilingual programs can be combined with other Federal programs such as Follow Through and Head Start. (See Appendix.) In addition to instruction in English and Spanish, Title VII provides program funding for the planning, development, and operation of a bilingual educational program which can include:

(1) inservice teacher and teacher aide training;
(2) adult education programs, especially for parents of children participating in bilingual programs;
(3) bicultural instruction in the history and culture associated with the mother tongue of the students;
(4) programs to establish closer cooperation between the school and the homes of children participating in the bilingual program;
(5) development of teaching material to be used in bilingual programs.

The application procedure is as follows: The school district must submit a *preliminary proposal* to the Office of Education in Washington, D. C. and the appropriate State agency which should give the following information:

(1) the general characteristics of the program;
(2) the children who will be involved; their nationality, cultural background, and similar, relevant facts; and
(3) the manner in which the school district intends to implement the program.

The Office of Education ultimately selects the most promising programs, taking into consideration the State agencies' recommendations. Those school districts that are selected then must prepare a *final proposal* for the Office of Education, containing the following information:

(1) budget costs;
(2) student population data;
(3) participating schools;
(4) the number of bilingual staff;
(5) the needs of the student population; and
(6) the program objectives (major first-year objectives and future 5-year program objectives) and its components, designed to improve the language and cultural environment of the Spanish-speaking child.

The grant for bilingual educational programs is for 1 year. If progress is satisfactory and the terms and conditions of the grant are met, the project funding may be renewed annually for periods up to 5 years. The renewal assumes that sufficient funds are appropriated by Congress. *Recipients of bilingual grants must submit year-*

ly renewal applications at least 60 days before the expiration of an existing grant.

Who Participates in Title VII Programs?

School districts are specifically required to consult members of the families of the participating children in planning bilingual programs. *The parents of the participating children have a right to inform the school of the needs of their children and to express their opinions about the best way of meeting these needs.*

Under the Federal Regulations governing Title VII of the Elementary and Secondary Education Act of 1965, school districts are also required, in operating bilingual programs, to "utilize assistance of persons with expertise in the educational problems of children of limited English-speaking ability," and to carry out the program in "coordination with other public and private programs having the same or similar purpose." In the Bronx, in New York City, for example, several groups have been active in the operation of bilingual programs. Among these have been groups such as ASPIRA, Inc. and the Puerto Rican Educators Association. In Philadelphia, the Council of Spanish-Speaking Organizations, the Commonwealth of Puerto Rico, and the Bilingual Employees Association have supported bilingual programs. In the Southwest, such groups as the League of United Latin American Citizens and the American G.I. Forum have participated in bilingual projects involving Mexican Americans.

How to Institute a Comprehensive Title VII Program in Your School District

Determine what programs, if any, the local school board has instituted that are specifically designed to meet the difficulties of the child who comes from an environment in which Spanish is the predominant language.

If there is such a program, ascertain if it is comprehensive in terms of the following questions:

(1) Is there a provision in that program for bilingual education in which all subjects

are taught with equal emphasis on both languages?

(2) Is there a provision in the program for bicultural instruction?

(3) Do the schools have Spanish-speaking teachers from Puerto Rican, Mexican American, or other Spanish-speaking ethnic groups on their staffs?

(4) Is the program a separate and distinct program from the regular school program?

(5) Has the school set aside an adequate amount of money to support the program? If so, what is the amount allocated?

(6) Is there any community involvement and participation in the planning, implementation, and evaluation of the program?

(7) Are there supplemental programs available?

(8) Have Title VII funds been requested and granted? If not granted, why not?

If there is no such program, efforts should be made to institute one that will include the subjects listed above and suggest that the school board apply for Federal funds to institute a bilingual educational program.

It is suggested that you present the school board with an outline of the bilingual program that you want for your school. The outline should provide for:

(1) significant community participation in all aspects and phases of the program;

(2) bicultural as well as bilingual instruction;

(3) a professional staff in which there is a significant representation of persons from a Puerto Rican, Mexican American, or other Spanish-speaking background; and

(4) supplemental programs which are to be integrated into the bilingual program and which address themselves to other educational problems, such as dropout prevention, drug abuse, and preschool training. It should be noted that Title VII does not provide funds for supplemental programs, but funds can be obtained from other federally assisted educational programs.

In addition, Spanish-speaking community leaders and local school boards should be aware that:

(1) ideally, bilingual education should be pro-

vided for both English and Spanish-speaking children;

(2) bilingual education programs should be integrated with regular school programs so that children are not segregated within the school for a significant part of the day; and

(3) bilingual education is clearly distinctive from English as a Second Language (ESL) (see section on Title I for further information)

Examples of Promising Programs

The Bilingual School (P.S. 25, Bronx, New York)

The Bilingual School is located in an area where 85 percent of the children are Spanish-speaking and are from low-income families. The school includes kindergarten through the sixth grade, with all the classes conducted in English and/or Spanish. The basic concept of the school's program is to begin with two separate classes of children in kindergarten, one predominantly Spanish-speaking and the other predominantly English-speaking. Instruction at the beginning is mainly in the language spoken by most of the children, but instruction in the second language is increased each year until by the sixth grade, the children receive equal instruction in English and Spanish. The two groups of children are taught together as they progressively learn their second language.

Let's Be Amigos (Philadelphia)

There are three main components to the *Let's Be Amigos Program.*

The first is the bilingual program, conducted at the Potter-Thomas School, for children in prekindergarten, kindergarten, and first grade. The children are taught speaking and listening skills; reading is taught in the child's mother tongue by a bilingual team of native English and Spanish speakers. A conscious effort is made to include songs and customs of different or Spanish culture in the instructional program.

The second component of the program brings certain parts of the bilingual program to other schools where it is not possible to have such a highly structured program. It is only offered at the kindergarten, first and second grade levels and has the basic objectives of the bilingual program.

The third component of the program is called PROJECT ARRIBA. Its purpose is to reinforce the bilingual experience of those students who have already participated in the program as well as to help the newly arrived students who do not speak English. Children at the elementary and junior high school levels receive language art instruction in conjunction with other subjects. At the high school level the children are able to choose classes which are conducted in Spanish, including those subjects which are required for high school graduation. The Philadelphia program is also doing extensive work in developing bilingual teaching materials.

Houston Independent School District Bilingual Education Program

The Houston Bilingual Education Program is designed to develop to the fullest extent the bicultural and bilingual characteristics of the participants and to alleviate the educational and economic deprivations of Mexican Americans.

Mexican American, Anglo-American, and Negro children enrolled in four public schools, from kindergarten to second grade and from seventh to 12th grade, are participating on a voluntary basis in this project. These children are average achievers who come from low-income families. Five voluntary teams of parents, teachers, and students have been established to guide and evaluate program activities. The teams are made up of 14 members, of whom six are parents, six are teachers, and two are students. Each team concerns itself with a specific phase of the program: curriculum, community relations, inservice training, dissemination of information, and evaluation. Parents who were sampled in a survey expressed the desire to have their children continue in the project.

Videotapes are used in instructing the partici-

pants, and both Spanish and English have been used as mediums of instruction. An ongoing bilingual education inservice program has been conducted for teachers participating in the program. The project is moving toward equal use of Spanish and English as mediums of instruction during the school day. For additional information on Title VII, ESEA, write to:

United States Office of Education
Department of Health, Education, and Welfare
400 Maryland Avenue, S.W.
Washington, D. C. 20202

Hernan La Fountaine
P.S. 25 (The Bilingual School)
811 East 149th Street
Bronx, N. Y. 10455

Eleanor L. Sandstrom
Project Director (Let's Be Amigos)
Administration Bldg., Room 305
Parkway at 21st Street
Philadelphia, Pa. 19103

ASPIRA, Inc.
245 Fifth Avenue
Suite 2400
New York, N.Y. 10016

Puerto Rican Educators Association
Box 693, Bronx G.P.O.
Bronx, N. Y. 10451

Council of Spanish Speaking Organizations
2023 Front Street
Philadelphia, Pa. 19122

Commonwealth of Puerto Rico
322 West 45th Street
New York, N. Y. 10036

Bilingual Employees Association
1518 Green Street
Philadelphia, Pa. 19130

Raul Muñoz, Jr.
Project Director
Bilingual Education Program
3202 Wesleyan Road
Houston, Tex. 77027

Association of Mexican American Educators, Inc.
Manuel Banda, President
University of California at Davis
School of Medicine
Davis, Calif. 95616

Gonzalo Garza
Southwest Educational Development Laboratory
Suite 550
Commodore Perry Hotel
Austin, Tex. 78701

American G.I. Forum of the United States
621 Gabaldon Road, N.W.
Albuquerque, N. Mex. 87104

League of United Latin American Citizens (LULAC)
2335 Avenue East
Beaumont, Tex. 77701

TITLE I, ESEA

MEETING NEEDS OF EDUCATIONALLY DISADVANTAGED CHILDREN

What is Title I of the Elementary and Secondary Education Act of 1965?

In 1965, the Congress enacted the Elementary and Secondary Education Act (ESEA), the most far-reaching and significant education legislation in America's history. For the first time, the National Government recognized the necessity of providing Federal aid to elementary and secondary schools to meet the special needs of poor children.

The purpose of Title I of the Elementary and Secondary Education Act of 1965 is to provide financial assistance to school districts to meet the needs of educationally disadvantaged children and raise their educational achievement to levels normal for their age. Such special education difficulties include low reading levels, inability to speak English, need for greater individual attention, or need for culturally relevant instruction. Money may be provided for health and food, although Title I cannot replace regular funds for school lunch programs. Although the States determine how Title I money will be spent, each State must provide assurance to the Office of Education in Washington, D. C. that it will only approve projects that meet the requirements of the law. For example, States may not permit Title I funds to be used as general aid to a school district or in place of State or local funds. *Title I funds are intended to supplement State and local education funds, not replace them.*

Difference Between English-as-a Second Language Under Title I and Bilingual Education Under Title VII

English-as-a Second Language Program (ESL) is essentially a course for English language skills, without cultural overtones. Spoken English is taught in ESL classes to Spanish-speaking pupils in much the same way that other foreign languages are taught to English-speaking elemen-

tary school pupils. It is usually studied for only a limited number of hours per week and generally is not an all-encompassing program of education.

Bilingual education differs from ESL in that it is closely associated with bicultural education and, as such, encompasses the total education of a child. It uses the two languages, English and Spanish, for language instruction and for teaching all subject matter.

Title I and the Spanish-Speaking Child

Many programs funded under Title I are directed toward the special needs of children who do not speak English and are from other cultural backgrounds. For example, in Hartford, Connecticut, the school district established an *English-as-a-Second Language* Program. Under this program, reception centers were established in three public schools to provide a contact point for Spanish-speaking families moving into the district. The most frequent services were grade placements of new enrollees, translations of school records, and family referrals to social, employment, and housing agencies. The center staff also offered an introduction to the English language for all new arrivals and continued language help for the child as he progressed in school.

How Does Title I Work?

Title I of the Elementary and Secondary Education Act of 1965 provides financial assistance to school systems which have high concentrations of low-income children living within the school districts. The act is financed entirely by Federal funds and *requires no matching grants or funds from local districts.* Title I funds are supplementary and *cannot be used in place of other State, local, or Federal funds.* The Federal Government, through the Office of Education in Washington, D. C., makes Title I payments to State departments of education, which, in turn, make payments to local school districts. Local school districts are eligible under the law to receive funds according to a formula based on the number of students below the poverty level in the school district. The local district must

then submit a project application to the State department of education for approval.

The project application of a local school system must set forth:

(1) the program or programs to be supported;
(2) a budget;
(3) the number of eligible children;
(4) designated area where the money will be used;
(5) an identification of the needs of eligible children; and
(6) provisions for evaluating the programs.

The State department of education is responsible for approving, rejecting, and renegotiating the project applications from local school districts. These projects are approved by the Federal Government. The State department of education is entirely responsible for administering the funds, approving project applications, auditing, and evaluating the effectiveness of the projects. Nevertheless, the Federal Government, through the Office of Education, has a special responsibility in this program. It has broad authority to establish policies and procedures for the bilingual program and criteria for the design and approval of specific projects. The law and the Regulations direct the Office of Education to:

(1) determine the maximum grant to which each local system is entitled;
(2) establish basic criteria for use by the States in approving local projects;
(3) approve State applications for participating in the program;
(4) *make periodic audits of State and local expenditures;*
(5) *withhold Title I payments to State and local educational agencies when there is a failure (after reasonable notice and opportunity for hearing) to comply with the Regulations;*
(6) provide national leadership and support to meet the aims of the legislation.

Who Participates in Title I?

An estimated nine million children participated in Title I sponsored projects during the 1968-69 school year. *Parents* have an important role to play in developing, implementing, and evaluating Title I programs. The Federal Regulations and

criteria governing Title I of the Elementary and Secondary Education Act of 1965 state:

> It is essential that public and private school teachers and other staff members, *parents* and representatives of related programs and agencies be *involved* in the early stages of *program planning* and in discussions concerning the needs of children in the various eligible attendance areas. (Emphasis added.)

In addition, the Federal Regulations state:

> The applicant [local school district] should demonstrate that adequate provision has been made in the Title I program for the *participation of* and *special services for the parents of children involved in the program.* The *employment of parents* in the Title I projects is but one way to implement this provision. The primary goal of such activities and services should be to build the capabilities of the parents to work with the school in a way which supports their children's well-being, growth, and development. (Emphasis added.)

In addition, Title I requires citizen participation on the advisory boards of the local schools. The Federal Regulations clearly state that parents are an integral part of developing and carrying out Title I programs. For additional information on Title I, ESEA, write to:

United States Office of Education
Bureau of Elementary and Secondary Education
Department of Health, Education, and Welfare
400 Maryland Avenue, S.W.
Washington, D. C. 20202

What is Your School District Doing Under Title I for Spanish-Speaking Students?

To ascertain what each district is doing with Title I money to assist Spanish-speaking children, the following questions should be asked of local school boards:

(1) Does your school district currently have funds under Title I of the Elementary and Secondary Education Act? If so, how much money does it have?
(2) Did the district have Title I funds last

school year? If so, how much money did it receive?

(3) If the district had Title I funds last year, how much money was returned to the State department of education?

(4) Does your district have an *English-as-a Second Language* Program? If not, why not?

(5) How many Spanish-speaking parents are involved in planning Title I programs with the school administration? Who are they?

(6) How many Spanish-speaking parents are employed in programs funded by Title I? In what capacity are they employed?

(7) How many Spanish-speaking teachers are employed in programs funded by Title I?

(8) Has the school administration made the Spanish-speaking community aware of the advantages of Title I programs? If not, why not?

(9) Which schools in the district receive Title I funds?

APPENDIX

In addition to the provisions in Title I and Title VII of ESEA for strengthening bilingual education, the following programs offer specialized help:

HEAD START: [Economic Opportunity Act of 1964, 42 U.S.C. 2781-2837].

Head Start provides educational, nutritional, and social services to the children of the poor and their families and involves parents in activities with their children, so that the child enters school on equal terms with his more fortunate classmates. It generally involves the teaching of English to preschool age students so that they are ready to enter first grade on an equal basis. For more information write to:

Office of Child Development
Department of Health, Education, and Welfare
400 Sixth Street, N.W.
Washington, D. C. 20201

FOLLOW THROUGH: [Economic Opportunity Act, 42 U.S.C. 2781-2837].

This program is designed to supplement and sustain the gains made in Project Head Start and other quality preschool programs. The program may include specialized and remedial teachers, teachers' aides, and materials; physical and mental health services; social services staff and programs; nutritional improvement; and parent activities. For more information write to:

Follow Through Branch
Division of Compensatory Education
Bureau of Elementary and Secondary Education
Office of Education
Department of Health, Education, and Welfare
400 Maryland Avenue, S.W.
Washington, D. C. 20202

UPWARD BOUND: [Higher Education Act of 1965, 20 U.S.C. 1060-1089].

This program is designed to provide supplementary aids to children from low-income families so that they may be prepared to enter college and successfully complete their college education. This program is administered by local colleges and universities. For more information write to:

Upward Bound Branch
Office of Education
Department of Health, Education, and Welfare
400 Maryland Avenue, S.W.
Washington, D. C. 20202

TALENT SEARCH: [Higher Education Act of 1965, 20 U.S.C. 1060-1089].

The purpose of this program is to find young people who have been bypassed by traditional educational procedures and to offer them options for continuing their education. Funds are awarded to projects that identify qualified youths of financial or cultural need with exceptional potential for post-secondary education. It encourages them to complete secondary school and undertake post-secondary educational training. It publicizes existing forms of student aid, and encourages secondary school or college dropouts of demonstrated aptitude to re-enter educational programs. For more information write to:

Talent Search/Special Services Branch
Division of Student Special Services
Office of Education
Department of Health, Education, and Welfare
400 Maryland Avenue, S.W.
Washington, D. C. 20202

SCHOOL BREAKFASTS—LUNCHES AND MILK: [School Lunch Act 42 U.S.C. 1751-1761 and Child Nutrition Act of 1966, 42 U.S.C. 1771-1785].

These programs provide in various ways for free breakfasts, lunches, and milk for children from low-income families. The school districts are required to pay part of the costs in some programs. For more information write to:

Child Nutrition Division
Food and Nutrition Service
U.S. Department of Agriculture
Washington, D. C. 20250

DROPOUT PREVENTION: [Title VIII, ESEA, 1965, 20 U.S.C. 887].

This program provides grants to local public education agencies for the development and demonstration of educational practices which show promise of reducing the number of children who fail to complete their elementary and secondary education. For more information write to:

Dropout Prevention Program
Department of Health, Education, and Welfare
400 Maryland Avenue, S.W.
Washington, D. C. 20202

SCHOOL LIBRARY RESOURCES, TEXTBOOKS, AND OTHER INSTRUCTIONAL MATERIALS: [Title II, ESEA, 1965, 20 U.S.C. 821-827].

Title II of the Elementary and Secondary Education Act of 1965, as amended, is designed to give children and teachers in public and private elementary and secondary schools greater access to a larger quantity of instructional materials of high quality. A number of States have reserved funds to provide instructional materials for the use of children in *special* or *exemplary* programs such as projects for serving disadvantaged children and Afro-American studies. The program is administered under an overall State plan. It is, therefore, important that each school district submit its proposals to the appropriate State officials. For more information write to:

Division of State Agency Cooperation
Office of Education
Department of Health, Education, and Welfare
Washington, D. C. 20202

SUPPLEMENTARY EDUCATIONAL CENTERS AND SERVICES: [Title III, ESEA 1965, 20 U.S.C. 841-848].

Title III of the Elementary and Secondary Education Act of 1965 is designed to stimulate local school districts to seek creative solutions to their educational problems. *Programs are particularly encouraged to provide education for minority groups.* Local educational agencies submit plans to State educational agencies for approval. For more information write to:

State Plans for Educational Innovation Branch
Office of Education
Department of Health, Education, and Welfare
400 Maryland Avenue, S.W.
Washington, D. C. 20202

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